DOCUMENT RESUME

ED 315 611 CE 054 158

AUTHOR Malmberg, Harvey
TITLE History of Adult Vocational Education in Canada.
INSTITUTION New Brunswick Dept. of Education, Fredericton (Canada).
PUB DATE 89
NOTE 22p.; For a related document, see CE 054 203.
PUB TYPE Historical Materials (060)

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS *Adult Vocational Education; *Educational Demand; Educational Finance; *Educational History; *Educational Trends; Enrollment Trends; Foreign Countries; *Government School Relationship; Postsecondary Education
IDENTIFIERS *Canada

ABSTRACT

This review of adult vocational education in Canada includes an introduction, highlights in the history of adult vocational education in Canada, and a summary. The introduction considers what adult vocational education is and explains the relationship between Canada's constitution and education. The highlights section covers these periods: before Confederation, Confederation to the First World War, World War I and the Depression years, the Second World War and the post-war period, and the coming of age of adult vocational education thereafter. A section called Summary, Issues, and Conclusion provides statistics on Canadian participation in adult education and information about government support for adult education. (In 1982, a survey indicated that 34 percent of Canadian adults were learners. In 1983, a comprehensive survey revealed that one in every five Canadians aged 17 and over was enrolled in at least one adult education course, making the size of the adult education population almost as large as the elementary and secondary populations. The Council of Ministers of Education, Canada, and the Secretary of State sponsored a National Forum on Post-Secondary Education in Saskatoon in 1987 that drew a wide representation from governments, universities, industry, and interest groups.) The document concludes with a 21-item reference list. (CML)

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HISTORY OF ADULT VOCATIONAL EDUCATION IN CANADA

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FOREWARD

The practice of adult vocational education/training in Canada is as old as Canada itself. And yet it would seem as though historians have more or less overlooked its existence in their accounts of educational practices through time. As a result adult educators suffer from what Michael Welton refers to as "historical amnesia" (1987).

The present document is a modest attempt to inform the adult educators of our system about their past both from a national and a provincial perspective.

It gathers together the many bits and pieces of information that have been documented here and there throughout time in an effort to record significant happenings of the past. In our opinion, it represents an important contribution, for it is, to our knowledge, the only document of its kind.

We gratefully acknowledge Harvey Malmberg who was the principal investigator and writer of this document. We especially appreciate his insightful treatment of the information that he uncovered during his research.

It is our hope that the understanding of our roots which this document sets out to provide will broaden our perception of the present and enlighten future paths for adult vocational education/training.

Janet Higgins
Planning Services

CNB # 89042

INTRODUCTION

While the language of adult vocational education is recent, the phenomenon is as old as Canada itself. The "L'ordre de bon temps" established at the Port Royale community in 1605 has been cited as the earliest adult learning group (Selman, p. 8). The members entertained and instructed one another to help pass the long winter hours. Later, in the Quebec colony, about 1668, Bishop Laval and Intendant Talon collaborated to set up trade schools in Quebec City and St. Joachim, fifteen miles down the St. Lawrence, taking in apprentices and giving instruction in such diverse practical occupations as agriculture, carpentry and roofing (Philips, p.19). Toward the end of the seventeenth century the Freres Charon opened a similar school in Montreal (Wilson, et. al., p.80).

Unfortunately, these laudable early initiatives soon languished for lack of support. The flourishing system of adult education that we know in Canada today had to wait for the industrial revolution to come to Canada in the mid nineteenth and early twentieth centuries. This paper will trace the development of adult vocational education in Canada over the past century and a half.

First, however, it is necessary to say a word about the many components of adult vocational education in Canada. It is important, too, to describe Canada's unique constitutional provisions for education. They have greatly influenced the shape the system has taken.

What is Adult Vocational Education

The term adult vocational education is the fusion of two components of post secondary non-university educational training designed for adults: one applies to all the means by which adults pursue personal and social development and the other applies to the means by which adults prepare for employment. A few definitions are needed.

"ADULT"

> All persons beyond the compulsory school attendance age in each Canadian jurisdiction who have interrupted their continuous attendance at an adult educational institution for a significant period of labour force participation or other activities.
>
> (from The Adult's Point of View, 1982, p.4)

"ADULT EDUCATION"

An official world definition was adopted in 1976 by the General Conference of UNESCO:

> The term adult education denotes the entire body of organized educational processes... Whereby persons regarded as adults... [engage] in the twofold perspective of full personal development and participation in balanced and independent social, economic and cultural development.
>
> (Occasional Paper 34, UNESCO, 1980)

"VOCATIONAL EDUCATION"

This is one of the three broad categories into which adult education programs fall; the other two categories being general education and social/cultural education.

> Vocational education is defined as the systematic development of the attitudes, knowledge and skill pattern required by an individual task or tasks.
>
> (Terminology of Adult Education, 1979)

While "adult" education and "vocational" education have tended to develop as two separate systems of education for adults in Canada, the emerging reality of lifelong learning is inevitably bringing them into closer contact. The adult who must train and retrain for employment several times in a lifetime is also the adult who seeks to grow in a greater understanding of self and others.

Adult vocational education in Canada has taken many forms throughout the years, both formal and informal. Included in it are such diverse activities as community college, Frontier College, apprenticeship, mechanics' institutes, literacy training and training in industry.

Canada's Constitution and Education

Canada today is one of the technically advanced nations of the world. It is an urbanized country unified by communications, transportation and a central government. Education and training have helped Canada become the wealthy nation it is. While the country's constitution makes the central government responsible for the nation's economic well-being and accompanying employment policies, it makes the provinces and territories responsible for education. Canada is one of the very few countries in the world without a national department of education or any type of formal coordination of education at the national level. There is a reason for this situation.

In 1867 the four original colonies that came together to form Canada were rural, agrarian, scattered and isolated from each another. There were language and religious considerations as well. Education had not developed greatly beyond the elementary and community level, although central systems of administration were being put in place in varying degrees. Education was still very much a local community concern. The protection of the French language in Quebec and the status of religious minority schools were of greater concern.

To achieve the union that became Canada, the British North America Act of 1867 (now the Constitution Act, 1867, as a result of the Constitution Act, 1982) responsibility for education was assigned to the individual provincial legislatures provided they respected the rights of the denominational and minority schools that existed in statute as each province joined Confederation.

The result is that Canada has ten provincial and two territorial systems of education , but no federal system. While there are similarities between the twelve systems, there are also many differences reflecting a variety of geography, populations, languages, history and resources. These differences are reflected in all facets of education in Canada including adult vocational. As Stevenson (1981) has observed:

> ... no one is in an unchallengeable position to speak for "Canadian Education"; technically it is safe to speak only of "education in Canada" (p.9).

The involvement of the federal government in adult education, however, has become a reality. Glendenning (1965) justified the federal involvement in education on the basis of:

> (a) the need of an industrial nation for an adequate supply of skilled workers, (b) provision of equality of educational opportunity, and (c) the high cost to local and provincial authorities of providing adequate training programs and facilities (p.6).

This paper will reflect the constitutional reality of education in Canada.

HIGHLIGHTS IN THE HISTORY OF ADULT VOCATIONAL EDUCATION IN CANADA

Before Confederation

Adult vocational education in Canada is the result of an evolutionary development which began in the nineteenth century. Initial activity was usually undertaken by philanthropic groups in urban areas for the benefit of working people. Programs included general, citizenship and cultural education.

One of the earliest developments of adult education for the masses in the nineteenth century were the mechanics' institutes which were brought to Canada about a decade after their introduction in England in the 1820's. Their success was not permanent. The first one was set up in Halifax in 1831. The Saint John Mechanics' Institute was founded under provincial charter in 1839 and by 1880 there were more than 100 in Ontario. The Institutes were extremely popular for a time. However, they were a transplanted idea, foreign to the Canadian social/economic scene and eventually lost support. None survived the century.

Another example of early activity in adult vocational education was the Montreal YMCA organized in 1851 which offered night classes. In 1855 night classes were undertaken by community groups in Toronto and in other cities and towns of Ontario as well as Quebec. They did not really become successful, however, until Canada became more highly industrialized and the public sector became involved.

Confederation to First World War

With Confederation achieved in 1867, further energy was required to make Canada a nation through the creation of a national government and the construction of a transportation system across the country to linkup a far flung land. Canada was still largely an agrarian society beginning to open up her land area to immigrants. In the eastern part of the country industrialization was beginning to take place.

Voluntary effort continued to be a dominant force in providing adult vocational education, although provincial governments were beginning to enter the scene. YMCA's and later YWCA's were formed in increasing numbers to offer evening classes to their members. The Council of Arts and Manufacturers, incorporated in 1872, initiated the first system of evening schools in the province of Quebec. Frontier College which has done so much to bring basic education to adults in remote developing areas of the country, had its beginning in 1899 as the Canadian Reading Camp Association. The name change took place in 1919.

Universities were beginning to enter the picture as well. In 1889, Queen's University became Canada's first university to offer extension courses on a permanent basis. When the Universities of Alberta and Saskatchewan were launched in 1907 and 1908 extension work was included in their mandate.

The introduction of the National Policy in 1878 included tariff legislation which created a climate favorable to Canadian industrial development. It also brought about the introduction of technical/vocational education as a means of building a trained workforce. Demands began to increase for a more practical approach in Canadian education.

Consciousness of this practical approach to education was raised by the efforts of such early leaders as Sir William Macdonald (1831-1917), James Robertson (1857-1930) and John Seath (1844-1919). Macdonald was an industrialist and philanthropist who gave money to establish manual training classes in schools in each of the provinces existing at the turn of the century. Robertson had a varied career as Macdonald's collaborator, federal official, academic and chairman of the first Royal Commission on vocational education in Canada. Seath was the influential superintendent of education for Ontario, 1906-1919, who introduced vocational education into the Ontario school system, eventually spreading to other provinces.

The history of adult vocational education in Canada is really a product of this century and it is the result of ongoing cooperation between the federal and provincial/territorial levels of government working within Canada's constitution.

Responding to increasing demands for action, the federal government set up a Royal Commission on Industrial Training and Technical Education in 1910 under the chairmanship of James Robertson. Since that beginning, eighteen federal government acts and agreements (The Canadian Encyclopedia, p.10) have provided funds to provincial/territorial governments in support of adult vocational education/training. Major initiatives have included:

- Technical Education Act (1919-29)
- Vocational Training Coordination Act (1942-61)
- Technical and Vocational Training Assistance Act (1961-67)
- Adult Occupational Training Act (1967-82)
- National Training Act (1982-)

The legislation was generally of a broad enabling type that allowed the federal government to enter into agreements with the provincial jurisdictions. Because the objectives of some of the Acts were not realized in their time frame, they were extended for a longer period.

The mandate of the 1910 Royal Commission was a broad one: to examine technical education in Canada and abroad and to make appropriate recommendations. The Commission reported in 1913 and called for the federal government to provide the provinces with funds in support of vocational education, both at the public school and adult levels. Because of possible constitutional problems presented by the public school recommendations, the federal government did not move on the report immediately. The outbreak of World War One in 1914 took the government's attention elsewhere.

In the meantime the federal government did respond to the demand from the agriculture sector for assistance in farm education. The Agriculture Instruction Act was passed in 1913 allocating $10 000 000 over a ten year period to promote the cause of agriculture. Although agriculture was a shared federal/provincial responsibility, unlike education which was wholly provincial, the different approaches to farming in the provinces made coordination of the Act difficult. Agricultural extension work did get started.

The Act was most significant in being the first major attempt of the federal government to support a provincial activity in education. It had no Canadian precedent. Later efforts were to build on this beginning.

Although the federal government did not take any significant steps to address the need for vocational education/training in the first decades of the century, the provinces did. Ontario undertook to provide technical education for adults. Early in the century Hamilton (1909) and Toronto (1915) built technical high schools offering night classes for adults.

In 1907 Quebec established a technical school in Montreal including an evening section. Several of the provinces appointed commissions to examine the implications increasing industrial activity had for the education system. The provinces responded to these studies by setting up a provincial organization to guide vocational programs both for day and evening students. By 1914 most provinces had appointed directors of vocational education to coordinate their efforts.

World War One and Depression Years

This was a traumatic period in the life of Canada with a violent conflict, hectic economic expansion and dramatic economic decline following one another in rapid succession. The experience of World War One revealed to Canadians in a dramatic way the need to develop a trained work force to succeed in the industrial age.

The federal government's response was to enact the Technical Education Act in 1919. The use of the term "Education" in a federal government legislative act indicates their determination to lead as well as the willingness of the provinces to accept the aid. The Act committed the federal government to provide $10 000 000 over a ten year period. The funds were to be cost shared with the provinces on a fifty-fifty basis to expand and upgrade vocational education/training for the development of a more productive workforce.

The Technical Education Act directed funds to vocational education through the provincial governments. As a result, this type of education expanded greatly through the 1920's. Because the funds were cost shared, the wealthier provinces were in a better position to take advantage of them than were the less wealthy. With several extensions of the Act, however, eventually all provinces were able to expend the funds.

The variety of programs undertaken was great. Nova Scotia expanded its evening courses and undertook an expansion of its correspondence courses. New Brunswick employed itinerant instructors to give short, intensive courses in practical subjects to fishermen, farmers and tradesmen. Quebec emphasized industrial occupations while Alberta enlarged its day and evening vocational programs. Several provinces improved their apprenticeship training programs.

Glendenning (1968) has traced the growth of vocational education/training in the 1920's. In the ten year period the number of municipalities offering evening classes grew from 97 to 192 while the number of evening students increased from 51 827 to 73 877. Correspondence students went from 207 to

1 447. These numbers are relatively low by today's comparisons, but they do indicate dramatic growth.

The world wide economic depression which began in 1929 and extended throughout the 1930's slowed down industrial development and, as a consequence, vocational education. The Vocational Education Act passed by the federal government in 1931 sought to extend vocational education in Canada. With the Depression reducing tax revenues at all levels of government, the Act never became operational and gave way to the Vocational Training Coordination Act of 1942.

In an effort to train citizens for employment in meaningful occupations, particularly in the resource sector, the Unemployment and Agriculture Assistance Act was passed by parliament in 1937. It provided the provinces with matching funds to train people in such industries as agriculture, forestry and mining. In the programs that were developed recreation and physical education were not neglected.

To focus attention on training and employment for a younger generation of Canadians the Youth Training Act was passed in 1939. It authorized the federal government to enter into agreements with the provinces to offer unemployed young people a chance at practical training in occupations with prospective employment. Forestry projects were emphasized. The Act did not require the provinces to match federal funds. The Second World War intervened before agreements under the Act had become fully operational. Out of it, however, came the War Emergency Training Program, passed as an Order in Council of the federal cabinet, September 11, 1940.

If the 1930's was a frustrating period for public support of adult vocational education, it was an exciting time for voluntary organizations. They tended to be of two types: one, largely urban and non-ideological focussed on self-help for the individual and the other focussed on social reform particularly for social change in rural areas of the country.

Both of these types of organizations came together to form the Canadian Association for Adult Education, founded in 1935. The CAAE is the oldest national adult education association in the world and enjoys high international prestige. The French-speaking counterpart, L'Institut canadien d'Education des Adultes, was formed in 1946.

The formation of the CAAE followed a national survey onadult education carried out in Canada by Prof. Peter Sandiford, University of Toronto, in 1934-35. The study revealed considerable activity in adult education in every province. However, it identified a serious lack of community library facilities and opportunities for adult education in ruralareas. It recommended the formation of a national body tocoordinate the efforts of voluntary agencies conducting adulteducation.

The CAAE was set up originally to be a clearing house and information centre for these organizations. However, with the onset of the Second World War and under the dynamic leadership of its first director, E.A. (Ned) Corbett, the CAAE soon changed from being a coordinating agency into a programming agency, particularly in the area of citizenship education. The CAAE has been instrumental in launching such outstanding radio programs as Citizens' Forum and Farm Radio Forum.

Second World War and Post-War Period

The onset of World War Two in 1939 revealed, again, how inadequate was Canada's supply of skilled workers to operate an industrialized wartime operation. Training programs under the Youth Training Act were transferred to the War Emergency Training Program (1940-46). Making use of federal money under the War Measures Act and with the cooperation of the provinces, Canada trained thousands of men and women for skilled and semi-skilled jobs in industry and the armed services. Every type of training approach was called upon: day school, night school, correspondence courses, apprenticeship and on the job training among others.

Wishing to ensure that Canada's workforce would be appropriately trained for peace time industry, parliament approved the Vocational Training Coordination Act in 1942 although agreements under it did not become generally applicable until after the War. One agreement that began during the War was for apprenticeship signed with the provinces in 1944. The initial agreement was for a ten year period. It laid conditions on the provinces to enact apprenticeship legislation providing for a provincial authority to supply comprehensive training. Costs were shared equally between the two levels of government. The agreement was renewed with all provinces, except Quebec, in 1954 for another ten years. The agreement stimulated the growth in the number of apprentices, increasing from 412 in 1944 to 21 879 in 1962. In 1958, the Red Seal Program facilitating inter- provincial mobility of apprentices of certain trades was launched.

Under the Act, agreements were also signed between the federal government and the provinces to supply discharged servicemen with training programs. The federal government paid the entire cost. In a three year period, 1945-48, over 125 000 veterans received vocational training.

Other agreements under the Act greatly extended the number of vocational institutes in the country as well as secondary schools containing vocational departments. Provision was also made to supply vocational correspondence courses through a federal/provincial agreement in 1950, initially for a five year period, but renewed several times.

ADULT VOCATIONAL EDUCATION COMES OF AGE

The 1950's were boom years for Canada. The vocational education system appeared to be working well. Deficiencies in specialized occupations were overcome by encouraging highly skilled immigrants to come to Canada.

In the late 1950's, the western world was shaken out of its educational complacency by two events. The first was the Russian space satellite launched in 1957. Questions about the effectiveness of the education system and the technical competence of the labour force were raised. The other was a sharp economic downturn in the late 1950's, bringing with it higher unemployment.

The response of the federal government to a challenging situation was the Technical and Vocational Training Assistance Act, 1960, which brought under one head, all federal activities in the adult vocational/education/training area. The Act was directed at three groups (Glendenning, 1964): young people still in school but planning to begin employment on completion; people wishing technology training before beginning employment and people wishing to train or retrain for a trade. A variety of training schemes was available.

The Act was indeed a comprehensive one containing several cost-shared programs to be negotiated through federal/provincial and, later, territorial agreements including:

- Technical training
- Trade and other Occupational Training
- Training in cooperation with Industry
- Training of the unemployed
- Disabled Persons
- Capital Expenditures
- Apprenticeship
- Correspondence Courses

Generally, the agreements were cost shared, but the federal government covered 75 percent of capital costs. Agreements under the Act unleashed an unprecedented amount of activity in adult vocational education. In the ten year period the federal government spent almost $1 000 000 000 as its share of costs for programs and capital construction . The provinces committed almost as much. Capital construction was particularly heavy:

> ...655 vocational high schools sprang up across the country from 1961 to 1967. As well, the Act was a major factor in the establishment of over 40 institutes of technology and allied trade schools which, as forerunners of the "community college" movement, changed the face of post-secondary education in Canada (An overview of Canadian Education, Third Edition, p. 33).

The federal/provincial/territorial governments worked closely together to make adult vocational education in Canada more effective.

The most significant development coming out of the Technical and Vocational Training Act was indeed the public Community College. Prior to the 1960's, various specialized schools, colleges and institutes had developed in different provinces of Canada to offer technical/vocational programs not offered in the universities. The growth of the community college was a clear recognition that not all education for adults took place in a university setting. MacKeracher (1984) has written:

> The original intent of the community colleges was to offer a second chance to adult learners and to provide trained manpower for the local community... (p.25)

Dennison and Gallagher (1986) have called the Community College: "the most striking development of the last quarter century (p.5)."

The 1960's could be called the decade of the community college in Canada. Within a ten year period their number increased greatly taking in every province and territory. Although the growth rate slowed with financial restraint in the 1970's, they have become a key component in adult vocational education. Some of the colleges evolved out of earlier trade institutes; others were purpose built. Appendix A of Dennison's and Gallagher's book, Canada's Community Colleges: A Critical Analysis (1986, p. 285-289) lists 208 post-secondary non-university institutions in Canada. Of these, 123 are public community colleges. The remaining 85 are specialized institutions or private colleges. In the quarter century that community colleges have existed in Canada, their full-time enrollment had grown to 321 000 in 1986-87.

The community college in Canada takes its name from the United States, but they reflect the diversity that exists in education in Canadian provinces. They

have, however, tended to share a number of characteristics: open admission, student heterogeneity, multi-purpose curriculum, operational flexibility and a responsiveness to training needs as identified by governments both federally and provincially.

The Canadian Encyclopedia (p. 589) identifies four categories of community colleges in Canada: unitary, binary, ternary and Saskatchewan. Quebec has the unitary system in that the CEGEPS (College d'enseignement général et professionel) are a required link between the secondary school and the university. The binary system, alternative to universities, is found in Ontario, Manitoba and the four Atlantic Provinces. The ternary system exists in Alberta and British Columbia where most community colleges offer the first two years of university as well as 1-3 year programs in pre-employment studies.

Saskatchewan is unique in having a "college without walls." The combined adult education activities of government departments, universities, libraries and the cooperative movement help make up the community college. The college is a broker or agent facilitating instructional arrangements between the various organizations. There are fifteen community college facilities and four institutes of technology in Saskatchewan, but because of the unique set up, college programs are available in over 600 different provincial locations.

Quebec remained apart from the agreements coming from the 1960 federal legislation, seeing them as intrusive, but also taking the time to examine and to put in order its own educational organization at all levels. Before the withdrawal of the Act in 1967, arrangements were made to include Quebec. Approximately $500 million was directed to Quebec for technical/vocational education/ training in a very short time, including over forty colleges.

The Association of Canadian Community Colleges (ACCC) was founded in 1970 to provide a link for the more than 100 community colleges in the country. The CAAE was instrumental in bringing it about, having received funding from the Kellogg Foundation in 1965 to study how community colleges and adult vocational education were related. The ACCC was the outgrowth of the study.

Education and economic prosperity were closely linked in the 1960's. Governments at all levels perceived a relationship between the educational attainments of their citizens with economic well being. Education was a worthy investment and governments spent accordingly. Later in the 1960's, however, federal and provincial governments became concerned about the level of expenditures in education. The federal government was concerned, as well, about the emphasis on institutional training represented by the community colleges while provincial governments were becoming restive about the federal government determining provincial priorities and programs in adult vocational education.

At a federal/provincial meeting in 1966, Prime Minster Pearson stated the federal government should be wary of imposing educational policies and priorities on the provinces. These were for the provinces to decide. A new piece of federal legislation reflected the changed thinking. The Adult Occupational Training Act was passed in 1967. The new legislation demphasized federal grants for institutional educational/training and began to change the training focus to other providers including industry and private agencies. This trend continued with the National Training Act of 1982. Thomas (1987) has noted:

> the shifting of federal funding from the provincial governments and the educational providing agencies under their control to the direct provision of funding to non-educational agencies, such as businesses and labour organizations for the achievement of [training] objectives (p.112).

The move of the national government to broaden the number and type of agencies from which it purchased services in adult vocational education/training has placed a greater financial burden on the provinces. The National Training Act (NTA) also began to direct attention to the need to develop more highly skilled workers in Canada, relying less on immigration for this segment of the labour market. Over time funds were shifted from lower level skills to middle and higher level skills.

The most recent initiative in adult vocational education hasbeen the Canadian Jobs Strategy (CJS), launched in 1985. The CJS recognized that the supply of skilled workers fromabroad is drying up. It seeks to achieve a higher participation in the workforce and a better educated workforce by focusing effort on such target groups as: the adult unemployed, youth, women, aboriginal populations, the disabled and visible minorities. There is a recognition both atthe federal and provincial levels that for Canada to continue to be prosperous, her citizens individually and collectively, must be able to respond positively to a world inwhich technology and competition predominate.

SUMMARY, ISSUES AND CONCLUSION

The history of adult vocational education in Canada begins with the arrival of the French settlers in the early seventeenth century. Imaginative and relevant projects were undertaken, including apprenticeship, but they did not survive because of lack of support and resources. It was in the middle of the nineteenth century with the arrival of the industrial revolution before initiatives were resumed, usually in the cities. Since then, however, there has been steady progress in this area of education, especially in the twentieth century with the creation of a positive partnership between federal and provincial/territorial levels of governments.

Generally, aspects of adult vocational education have begun in response to a need rather than as the result of prearranged plans. As well, adult vocational educational programs have generally been undertaken initially by volunteer or private groups and individuals with the government quarter coming in at a later stage. Consistent with greater public input the service of adult vocational education has become highly professionalized. Volunteers have continued to play a major role in adult vocational education.

The growth of adult vocational education in Canada was anticipated by Sandiford in 1934-35. Amazed at the breath and the depth that his cross Canada survey revealed he wrote, "...we are on the eve of a great mass movement..., the like of which the world has never seen (p.17)." Sandiford's words were prophetic.

The Adult's Point of View (1982) reported a survey that indicated 34 percent of Canadian adults were learners (p.51). A comprehensive survey conducted by Statistics Canada in 1983 revealed (Faris, 1987) that one in every five Canadians seventeen and over was enrolled in at least one adult education course (p.243). This would make the size of the adult education population almost as large as the elementary/secondary levels. Demographic information indicates the adult population in Canada will continue to grow in proportion to the whole population.

Adult vocational education in Canada has indeed come of age. In keeping with such a large and diverse enterprise there are issues with which it must contend. Federal/provincial/territorial relations are an ongoing matter for discussion. The vacuum which exists in educational policy making at the national level was identified in the OECD Review of National Policies for Education in Canada in 1976. It referred to educational growth in Canada as being "predominantly unplanned (p.20)."

The 1960's were a golden age in the history of financing adult vocational education. Its more recent history is one of coping with financial restraint while managing ever greater demands for its services.

There are indications that adult vocational education is leaving the classroom to go where the learners are whether it be at home, the workplace, in high rises or remote areas. The development of self-directed learning packages and distance education makes all of this possible. The challenge to the institutions of adult vocational education is to take advantage of technology to assist adults become life long learners, wherever they may live or work.

In an effort to build a supportive environment for federal/provincial/territorial consideration of post- secondary education issues, the Council of Minsters of Education, Canada, and the Secretary of State sponsored a National Forum on Post-Secondary Education in Saskatoon in 1987. The Forum drew a wide representation from governments, universities, industry and interest groups. The Secretary of State (Access to Excellence, 1988) hoped that coming out of the Forum, Canada would develop "a national post-secondary education partnership to enable every Canadian to achieve his or her potential (p.13)."

The history of adult vocational education is one of determination and imagination succeeding over daunting obstacles. Many of Canada's achievements in this area have won international recognition and praise. Canada is regarded as a pioneer and leader in the field. The challenge now is to coordinate the many diverse activities in adult vocational education so that they make the best use of the human and financial resources available to create in Canada a learning society.

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